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**AN ANALYSIS OF THE
SECRETARY OF THE NAVY
GUEST CRUISE PROGRAM**

CLAUDE E. MOUNCE

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THESIS

AN ANALYSIS OF THE
SECRETARY OF THE NAVY
GUEST CRUISE PROGRAM

by

Claude E. Mounce
//
Lieutenant Commander
United States Navy

(B. J., University of Texas, 1952)

Submitted In Partial Fulfillment Of The Requirements
For The Degree Of Master Of Science

BOSTON UNIVERSITY
SCHOOL OF PUBLIC COMMUNICATION
DIVISION OF PUBLIC RELATIONS

August 1966

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AN ANALYSIS OF THE
SECRETARY OF THE NAVY
GUEST CRUISE PROGRAM

by

Glaude E. Mounce

An abstract of a thesis entitled

AN ANALYSIS OF THE
SECRETARY OF THE NAVY
GUEST CRUISE PROGRAM

Claude E. Mounce

Boston University
School of Public Communication
Division of Public Relations

August 1966

The growth of public relations can be traced back many years; however, World War II is generally regarded as the beginning of modern public relations. Its rapid growth can be attributed to technological and sociological changes that have had such an impact on our interdependent society. Public relations in business and the military had similar beginnings and employ the same basic techniques, modified only by the purpose and objectives of the organization. Some of these techniques are described in both settings.

The Secretary of the Navy guest cruise program, initiated and organized by the Office of Information, provides orientation cruises for civilian guests selected by the Naval Districts in the United States. The program functions by providing space on various

ships and inviting three to ten guests to join the ships for a few days and participate in operations at sea. The primary objective is to achieve public understanding of what the Navy does, how it operates, and what its problems are.

Research in influence and communication, basic objectives of public relations, has uncovered the theory of the two-step flow of communication. This concept of interpersonal influence has resulted in new public relations techniques that attempt to capitalize on opinion leaders and their influence. Locating and identifying opinion leaders is a difficult, but not impossible, task. Some general characteristics and techniques discovered by research are discussed.

Successful public relations programs are the result of careful planning and research, proper techniques, and objective evaluations of results. Measuring effectiveness is a problem not easily solved. From the results of a survey of district public affairs officers, former guests, and personal interviews with guests and commanding officers, the author has attempted to evaluate the cruise program for effectiveness. Several problem areas are discussed and recommendations made to help solve these problems. Other action is suggested to improve the program.

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INTRODUCTION

This study of the guest cruise program is an attempt to investigate and analyze the program in the light of the author's experience as a Naval officer, additional research into public relations techniques, and the academic instruction received during a year's graduate study.

The basic aim is to determine how the program operates and functions, disclose some of the problem areas, and make recommendations and suggestions for increasing the effectiveness of this public relations technique.

The gathering of research material and information has been accomplished generally through two sets of survey questionnaires--one to public relations personnel in the Navy who operate and administer the program, the other to former Navy guests who participated in cruises in 1965. Personal interviews and correspondence with ship commanding officers and personnel in the Office of Information provided additional data.

CHAPTER I

THE RISE AND ROLE OF PUBLIC RELATIONS

Growth of Public Relations

The modern public relations practitioner of today can trace the development of his profession as far back as the Romans and the Greeks. Its increasing importance as a modern business practice can be substantiated by the activities of such men as Samuel Adams, Benjamin Franklin, George Creel, and Edward L. Bernays. The tenor of the art can be followed in the change from an initial attitude of "the public be damned" to the present feeling of "the public be informed."

The changes in public relations techniques and activities have been wrought by a changing nation. The first half of the twentieth century has brought an avalanche of change. America has quickly moved from an agrarian society of small towns, small organizations, and face-to-face relationships. No longer is the nation mirrored in the country, the farm, and the village merchant. Today America has become an industrial society of big cities, big organizations, and impersonal relationships--a world of complex organizations, big

structures, and a massive fluid society. These far reaching changes are the result of several basic trends:

The world's population explosion brought about by an increasing birth rate and conquest of disease.

Urbanization, which sees more and more people being jammed into large metropolitan complexes, creating new frictions and complex community problems.

Automation of production of goods, which profoundly affects the nature of work, requirements for work, and the problems of investment capital and marketing.

The rising level of education stimulated by rising requirements for specialized knowledge and rising social expectations in a middle-class society.

The social revolution in the United States, which is bringing integration in all phases of American life in fulfillment of the Constitution's pledge of equality for all.¹

Most institutions before World War II were not so furiously concerned as today's institutions are with spreading information to their constituents and even their non-constituents and with courting that thing called public opinion. Today, however, public relations techniques are commonplace as business, government, and special organizations continually attempt to control, mold and influence public opinion. These techniques vary little between organizations. Each has its par-

¹Scott M. Cutlip and Allen H. Center, Effective Public Relations, (Englewood Cliffs: Prentice-Hall, 1965), p. 54.

ticular application depending upon the goals or objectives an organization seeks to attain.

A brief survey of public relations in the corporate world and the military is worthwhile in determining the role of public relations in the two settings.

Public Relations and Business

Rapid industrial advances and an expanding economy gave business a larger role in economic affairs but left a void in communications with its consumers and the general public. Business turned to extensive use of public relations to better explain its programs, its policies, and its dedication to the free enterprise system. Businessmen in general began to develop a finer sense of responsibility to consumers, stockholders, employees, and community.

Every business, large and small, has certain objectives that are necessary for successful management. These objectives may be broken down into three general classes: primary, collateral, and secondary.²

The primary mission of any business is necessarily one of economics. It must supply the public with what-

²Ralph C. Davis, The Fundamentals of Top Management, (New York: Harper, 1951), p. 10.

ever goods and services it desires at the proper time and place, in the required amounts with the desired qualities, and at a price that the customer is willing to pay. Thus a businessman invests a percentage of his funds in research--customer research, market research, product research, and pure research--in an effort to find out what the customer wants, how he wants it and why, along with information that will enable the businessman to provide for customer needs and desires economically and effectively.

Collateral objectives are those that a successful business must attempt to obtain to some degree without unnecessarily sacrificing its primary objectives. This includes personal and social objectives that enter into or are affected by the operations of the business. Such personal objectives are values that individuals and groups in the business or closely associated with it seek to acquire and distribute among themselves. Thus business must concern itself with good wages for employees, good salaries for executives, good dividends for investors, and other values, both tangible and intangible. Broad social objectives include general values that are necessary to the well-being of society and which are affected by business activity.

Secondary business objectives include those values that are needed for the accomplishment of primary and collateral objectives. They have to do chiefly with economy and effectiveness and frequently present difficult internal problems of management.

It is in the area of collateral objectives dealing with personal and social values that public relations has become such an integral part of general business practice. Business has developed a standard of conduct as a criteria of the extent to which a given business activity is compatible with the public interest. Such standards condition and control business relationships with customers, employees, investors, and the general public. The public interest, though broad and somewhat vague, is the general base upon which business ethics are built. The importance of standards of conduct, ethics, and the public interest is evidenced by the large amount of time and money that is spent in the development and maintenance of good public relations.

"Public confidence depends on whether the public feels that the conduct of the company's business is 'right' with respect to its interest," comments a consultant in industrial management. And further, the function of the public relations executive "should be

concerned primarily with staff advice to top management concerning ethical problems that may arise from proposed business activities." It should not be chiefly the job of "selling whatever management wishes to do after a decision has been made. In the final measure the role of a public relations man is something more than a publicity man--he has some of the attributes of a business statesman."³

The two decades following the second world war saw business, large and small, embark upon major programs of public relations to more adequately satisfy the needs and desires of the numerous groups of people who have interests in proper conduct of a business organization. These programs, utilizing all forms of communication, were designed to provide a flow of ideas and thoughts between the business world and its many publics. The daily efforts of a public relations executive are now directed to those publics who "don't understand us," who "won't cooperate," who "won't work as hard as they should," who "won't vote right," who "won't give as much as they should."

In a comparative study of the public relations practices of six corporations, ranging in size from US

³Ibid., 126.

Steel to the Dravo Corporation, it was found that the programs are similar in most respects, differing only in the emphasis placed on certain aspects determined by the size of the organization. The study divided public relations into seven areas of similarity.⁴

It was found in the study that the head of the public relations department should be in the top bracket of management since it is his responsibility to communicate his company's policies to the public. Inasmuch as the public's reaction, favorable or unfavorable, is dependent upon the knowledge of the many ramifications that make up the day-to-day life of his company. This can best be acquired by sitting in on top-level conferences in which policy is determined and decisions of management are made.

Certain basic public relations objectives were found in each company:

- (1) Make the company known as an efficient producer of quality goods and services.
- (2) Build the reputation as a good company with which to do business.
- (3) Have the company considered a valuable asset

⁴F. Rhodes Henderer, A Comparative Study of the Public Relations Practices in Six Industrial Corporations, (Pittsburgh: University of Pittsburgh Press, 1956), pp. 63-78.

to the industrial, social, and economic life of the nation, and of the communities in which it operates.

(4) Achieve and maintain understanding of the company, its policies, problems, and operations.

The subdivisions of the general public served by the companies studied included stockholders, customers, employees, suppliers, governmental bodies, specialized publics, such as engineering and scientific groups, and the general public.

All the companies agreed that the mass media play an important role in public relations as a vehicle for providing a message to the various publics. Thus each company employed news releases, feature stories, and picture releases. Magazines, company publications, institutional advertising and motion pictures were used in varying degrees.

Although not necessarily considered a medium, plant tours were considered an important part of the company program. The plant tour was found to be an excellent method for bringing the general public into the plant to observe its efficient layout and working arrangements, its cleanliness and good housekeeping, its modern and pleasant working conditions, and the management's sincere interest in the safety of the workmen.

It is in the realm of plant-community relations that the plant tour was predominantly utilized. Arranging plant tours for teachers and students helped to acquaint school children with company products and manufacturing processes, and in many instances, was instrumental in conditioning the student, many of whom, upon graduation, may join the plant's working force. Inviting leading community citizens to tour the company also gave management an opportunity to meet on friendly terms with civic leaders.

Another important public relations activity is found in the many programs for employee information. The larger the company, the more important a comprehensive program is to gain the understanding and support of employees. Such a program should keep employees regularly informed on corporation policies, objectives and achievements so that they will have a sense of being taken into management's confidence. It should also emphasize the benefits and opportunities available to employees, give recognition to individual achievements so that the employees' pride in their own work may be multiplied by the knowledge that their accomplishments have been recognized. Special emphasis should be placed on the need for every individual to carry his full share

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of the responsibility for his own success as well as his company's, since the prosperity of each affects the other.

Product publicity is becoming more important each year in the public relations programs of most companies. There is a responsibility not only to create good will for the company, but also inform the public about the integrity, the quality of its manufactured products, and the excellent service that the company renders. This will create in the mind of the consumer a desire for the company's products. When this assignment is properly performed, and as the market development and sales divisions of the company go into the market to sell the company's product, there should be a receptive audience.

Business public relations encompasses a wide range of objectives, programs, publics, and techniques. Public relations as a management function has begun to share equal importance with financial, production, sales, and personnel divisions. Increased awareness by business of its social and public responsibilities can lead to a better, and more profitable, relationship with the public.

Public Relations and the Military

Military public relations has grown in proportion

to the size or nearness of any threats to national security. Thus public relations, or in the case of the military, public information, rapidly expands during times of national emergency and then is deemphasized, along with the size of the military establishment, during periods of relative peace. It is only since the end of World War II and the increasing tension of the cold war that each of the military services has realized that it is mandatory that the armed forces create public understanding of their mission. That the public does not understand the mission of the military is reflected in the results of a survey by the Gallup Public Opinion Survey, Inc., which revealed that "the civilian public does not have a clear cut idea of the role of the various branches of the service during wartime. They have even less understanding of their role during peacetime."⁵

The constant threat engendered by the cold war has resulted in maintaining the largest peacetime military organization in history. In gaining public support for such a large force the armed forces have had to fight an uphill battle against a basic dislike for military inherent in our culture. Building and maintaining this

⁵Gallup Public Opinion Survey, Inc., "Attitudes of Adult Civilians Toward the Military Services as a Career," 1955.

force has also resulted in renewed emphasis on public relations by the separate branches in the continual campaigns for manpower and appropriations. Interservice rivalry for talented recruits and Congressional support has been one of the major reasons for advancing public relations in the armed forces.

The days of the old military post, self-contained and self-sustaining, sitting on the outskirts of a community, an isolated island in an unconcerned community, are gone forever. Emphasis has shifted to becoming a part of instead of apart from the community. A military directive recently recommended that "close contact and association with civilians should be encouraged and maintained since a citizens' army is a result of combined interest, effort, and contribution of both military and public. A mutual exchange of information will enhance the military organization."⁶

Military public relations is similar in many respects to its counterpart in the corporate world. Each is concerned with the reputation of the organization and attempts to gain public support through public understanding of policies, objectives, and purposes. Morris Janowitz, in his book *The Professional Soldier*, indicates

⁶Cutlip and Center, 441.

that military public relations is no different from that of any industrial corporation, and is actually "supported and enhanced by the military's preoccupation with protocol and good manners."⁷

Organization of military public relations, like industry, requires access to top level management. The military operates under a centralized structure in which responsibility for overall programs is vested in the Department of Defense. The Secretary of Defense has as his principal staff assistant the Assistant Secretary of Defense (Public Affairs) who is responsible for an integrated public affairs program which will "provide the American people with maximum information about the Department of Defense consistent with national security and initiate and support activities contributing to good relations between the Department of Defense and all segments of the public at home and abroad."⁸ Each service similarly has a staff assistant, usually a chief of information, to implement various service programs. This organization is carried out through major field commands and units who utilize public information specialists and smaller activities who perform this function through the

⁷Morris Janowitz, The Professional Soldier, (Glencoe: The Free Press, 1960), p. 281.

⁸Department of Defense Directive 5122.2, July, 1961.

use of regular line officers with a collateral duty as public information officer.

Military information programs and activities are all pointed toward keeping the public informed about the military forces, including its problems, its objectives, and its personnel. Primary public relations objectives include: building esteem and respect for military personnel; confidence in the military's ability to execute its mission now and in the future; and keeping the public informed of the activities of the military and the participation of military personnel as United States citizens.

The sub-groups or publics of the military are generally divided into two categories--internal and external. The internal public includes active duty personnel and their dependents, reserve personnel, and retired personnel. The external public includes the particular community in which a unit is located, the general public (which includes potential military recruits), and the international public. Thus there are many separate groups who have an interest in the military and for whom particular programs are designed and implemented.

The military, just its corporate counterpart, relies heavily on the mass media for a major portion of its message. Each of the services has a large section

that provides news releases to thousands of hometown papers, thus keeping friends and families informed about what military personnel are doing. Because the military is such a large organization it is able to make effective use of books, movies, and television. Even the comics play an important part in portraying the separate services to the public. As a result of close contact with press representatives during the war and Korean action, military commanders have found that it pays to make themselves readily accessible to the press. Particularly in the realm of community relations have military authorities found that a friendly press can help keep a community informed about the activities of a local unit and provide a mutual understanding of problems on both sides.

Counterpart to the plant tour so widely used in industry, the open house plays an important part in providing close contact between the military and the civilian public. Armed Forces Day programs draw millions each year to the nearest military bases. These annual projects provide the military an opportunity to give the civilian a closer glimpse of military life, its work, and its surroundings. Each of the three services have gone a step further through careful selection of groups of civilian community leaders and provided tours in depth

that allow more time for such groups to see and participate in actual maneuvers and demonstrations. One of the more successful programs of this type has been the guest cruises arranged under the auspices of the Secretary of the Navy in which selected community leaders, in small groups, spend 3 to 5 days on a ship as it takes part in training exercises and fleet battle problems at sea. The guests are briefed on all aspects of the ships operations, its equipment, and its capabilities. This program annually involves several hundred civilians from all over the United States and has given an intimate look at the Navy that isn't possible at an open house or base tour.

With almost 3 million men in uniform it is a never ending task keeping them informed of their role in the service. A considerable portion of the public relations effort is directed toward this task. Industry learned long ago that an informed employee leads to higher morale and in turn better efficiency. The same is true in the military--a unit with high morale becomes a more effective fighting team.

Product promotion holds the same priority as in the business world. In this instance defense and national security is what the military offers the public and it is imperative that the public know how and why the military

is providing this service. In order to procure, equip, train, and maintain the world's largest standing military organization it is necessary that there be broad public support. Only through a concerted effort on behalf of the entire defense establishment is it possible to gain and maintain this support.

An early survey of public relations practices in the Army aptly sums up the role of public relations for the military:

If the Army is good, the story will be good--and public relations will be good. If the Army is bad, the story will be bad and the result bad. In the end, public opinion about the Army reflects what the Army itself is. That is the whole secret of Army public relations. All any public relations group of the Army can do, in the long run, is to present the Army as it is, not as it ought to be. No more than that can be expected or achieved.⁹

Public Relations and Influence

The common purpose of all efforts of public relations, whether military or business, is to influence the opinion of the many groups and publics that have an interest in the organization. No individual, institution, or organization can long prosper without public support, or at least, public indulgence. The problem then becomes one of how to influence group or public opinion.

⁹U. S. Army, "The Army Information Program," U. S. Army Information School, Fort Slocum, N. Y., n. d.



It follows that the way to influence the most people is to insure that your message is sent to the largest number of people. The more people who are exposed to a message, theoretically, the more who will be influenced by it. Consequently, one of the most widely used techniques in public relations is that of trying to influence the public through the mass media, simply because they reach large numbers of people. An early result of widespread use of mass media seemed to be that the message generally has more credibility if carried as news rather than advertising.

Recent research, particularly in the field of political science, has uncovered other ways in which people are influenced. This research has centered around the discovery of the so-called "two-step flow of communications."¹⁰ This hypothesis, in essence, indicates that mass communication has a less direct influence on the mass than had been supposed. The particular research, a study of voter decision-making during election, found that in many areas people are more influenced by friends, family, and fellow workers than through information presented in mass media. Further studies also documented

¹⁰P. F. Lazarsfeld et al, The People's Choice, (New York: Columbia University Press, 1948), p. 151.

this thesis and agreed generally that the ideas and thoughts in the mass media flow to opinion leaders who, in turn, pass on what they read and hear to those of their everyday associates for whom they are influential.

Research has revealed that personal face-to-face contacts may be the deciding factor in determining whether a person is influenced or motivated to do a certain thing or react in a certain way. Thus Lazarsfeld et al found in their study of voting behavior that personal influence had a definite impact on the voter decisions and that personal contacts appeared to have been more frequent and more effective than the mass media in influencing voting decisions. Another interesting fact brought out in this study concerns the flow of this personal influence. Results indicate that opinion leaders are to be found on every level of society and presumably are very much like the people whom they influence. Another characteristic of opinion leaders revealed in the study is that they were found to be considerably more exposed to the radio, newspapers, and magazines, that is, to the formal media of communication.¹¹

The obvious implication of results of the studies on opinion leaders is the logical assumption that a

¹¹Ibid., 26.

public relations program to influence the public will be more successful if opinion leaders can be identified and located. If these opinion leaders can be used as vehicles for an organization's promotion, publicity, and information messages, then the task of gaining public support and approval can be more effectively accomplished.

The Navy's guest cruise program attempts to provide face-to-face contact between selected community leaders and Navymen as they perform their duties at sea with the expectation that such exposure will impress upon the guests the importance of the Navy as a vital arm of national defense. It is further hoped that these guests, picked on the basis of their influence as community leaders, will "tell the Navy story" to their family, friends, and members of the groups and organizations with which they are affiliated.

CHAPTER II

THE GUEST CRUISE PROGRAM

Navy Public Relations Objectives

Recognizing the importance of public support through public understanding, the Navy, as well as the other armed services, has provided within its organization for the initiation and development of a public information program that will insure that the public is made aware of the Navy and its functions. As Admiral David L. McDonald, Chief of Naval Operations, commented recently:

It is not enough for Navymen alone to be convinced that sea power is vital to our country. This conviction must be sufficiently widespread among sufficiently influential citizens so that there is strong, well-reasoned, logical, factual support for the necessary appropriations and expenditures. Public opinion must reflect the fact that without sea power, the United States--with all of its power and wealth--would have a relatively small voice in world councils.¹

In discharging the Navy's obligation to keep the public and the naval service informed, the Office of Information is given the responsibility for developing public relations programs and policies. Figure 1 shows the organization

¹Direction, Nov.-Dec., 1965, p. 20.

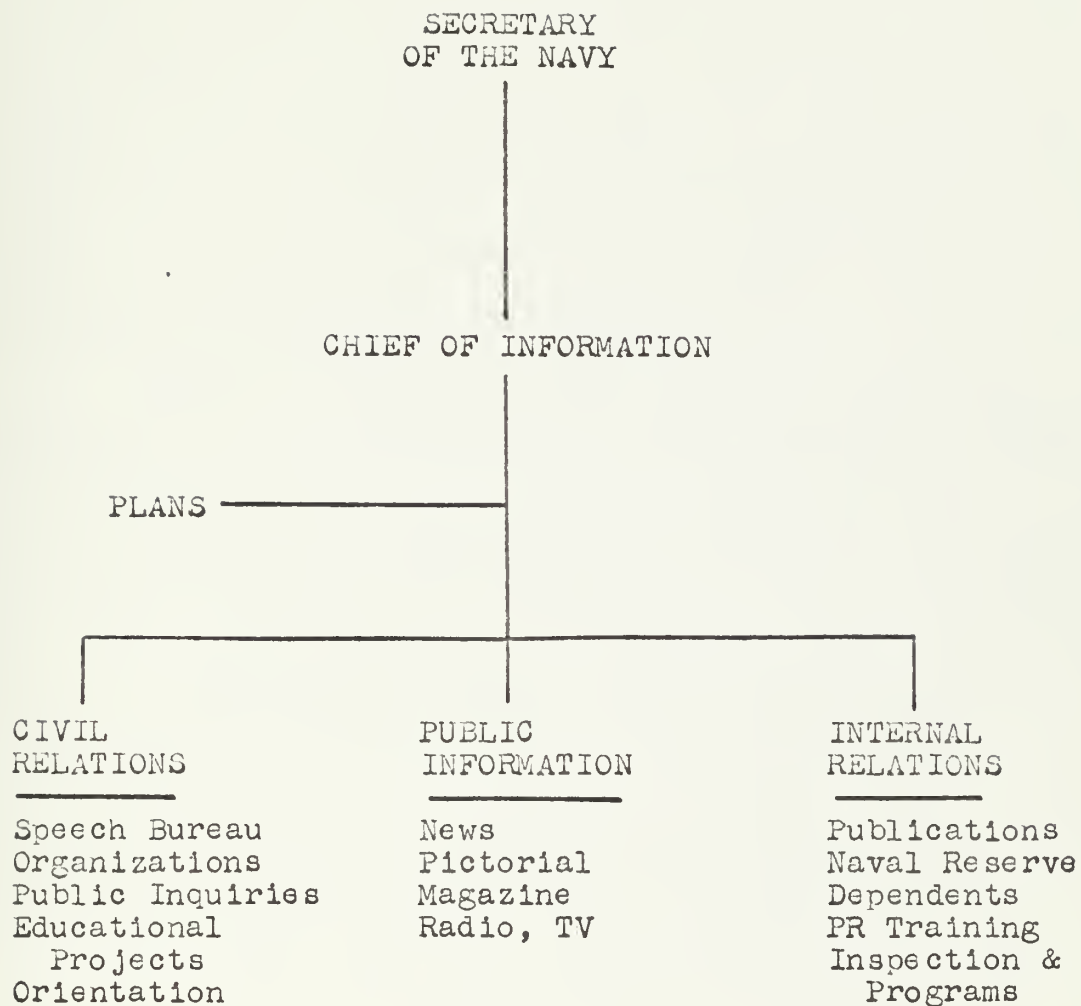


Fig. 1.--Organization of Navy Public Relations.

of that office. In general, the broad information objectives include: the understanding of the Navy's role today and in the future; encouragement for career service and a vigorous Naval Reserve; public awareness of the need for a modernized fleet to combat the growing Soviet naval strength.² One of the programs through which this public understanding or awareness is achieved is the Secretary of the Navy guest cruise program.

Records available in the Office of Information indicate that the guest cruise program commenced shortly after World War II. During the war naval commanders recognized that mass media representatives were vital to the communications between military units and the civilian public. Reporters and newsmen found in the services a wealth of news and stories that told the public what and how the military was conducting the war. It was logical to continue this access during peacetime by inviting reporters aboard for short cruises so that they could observe naval units and crews in action during operational training exercises. The program was gradually expanded to include prominent businessmen and civic leaders who wielded influence in other spheres. Although newsmen

²U. S. Navy, Public Information Manual, (Washington: U. S. Government Printing Office, 1955), p. 3.

are still sought for these cruises, the program has broadened to include leading citizens from all walks of life and all parts of the United States.

The purpose of the cruise program is to acquaint the American public with the Navy and with the role of seapower in insuring national security. Through providing citizen leaders firsthand observations of the operating forces, the program promotes subsequent public understanding of the Navy and its relationship with the other services. The program is designed to demonstrate the capabilities and high degree of technical development of modern naval weapons. It also emphasizes the high caliber of naval personnel and the specialized training required to operate and maintain modern naval armament systems.

Policies and Procedures

One of the first steps in the program involves making ships available for guest cruises. Individual commanding officers and force commanders, after receiving deployment schedules and exercise and training requirements, notify the fleet commander that various ships will be able to accomodate guests, the number suggested for each ship, and the times and places recommended for boarding and debarking. These ship reports are then

sent to the Office of Information. The Civil Relations Branch (on the basis of both past performance and demand by various naval districts, the ports involved, and numbers allowed) allots a quota of guest billets to each of 10 naval districts. Then the separate districts extend invitations to guests, based upon a previously prepared list of eligibles.

Perhaps the most important aspect of the entire program involves the selection of potential guests. The Office of Information outlines broad general requirements and criteria. It recommends selection of persons of "wide acquaintance and high repute," that they be chosen from all geographic sectors of the United States, and include persons from diversified fields of endeavor. Particular emphasis is placed on selecting guests from inland areas where the public has little contact with the Navy and from cities of less than 100,000 population. Representatives of the mass media and members of civic, professional, and trade organizations are particularly desired. Selection of individuals already acquainted with the Navy is not desired since the program is aimed primarily at participation by persons not previously familiar with the Navy. Good health is another requirement.³

³Ibid., 95-100.

Upon assignment of a quota the district public affairs officer extends an informal invitation to the guest, usually by telephone. Upon acceptance of this preliminary offer, the guest is officially invited by the district commandant. The guest is advised of the purpose of the cruise, the ship involved, the places and times of embarking and debarking, and the areas or ports to be visited. A few districts have prepared brochures covering such items as clothing, laundry facilities, berthing accommodations, use of cameras, and military courtesies and protocol. The formal invitation also includes a brief statement pointing out that the Navy will not pay for personal expenses and reminding the guest that he must pay transportation expenses to and from the ship. Guests are advised to inform the ship to which they are assigned as to their local port arrival schedules so that immediate transportation to the ship can be provided. The district informs the ships' commanding officers of the names, ages, occupations, and distinctive titles when applicable. A similar report is sent to the Office of Information for purposes of record.

While aboard ship every effort is made to present guests with a comprehensive (unclassified) view of ship-

board activities. The visitors are considered the guests of all hands. Crews are informed in advance of guests' identities and of the purpose of the guest cruise program. The program not only acquaints guests with the Navy, but also contributes to shipboard morale through contacts between crewmen and civilians from their home states.

Most ships have prepared pamphlets for civilian orientation which include: major (unclassified) characteristics of the vessel and its mission; complement and geographic background of the crew; ship's organization; welfare and recreation; and medical and religious facilities. Also interesting statistics, such as: number of miles steamed; daily food consumption; electric power output; and other engineering data. The inclusion of a diagram showing the location of guest quarters, the wardroom, bridge and other main points of interest on board has proved helpful to guests. A photograph of the ship autographed by the commanding officer or some small souvenir is usually provided as a memento of the cruise.

Aboard ship the commanding officer personally greets guests as a group and usually meets each guest individually as soon after embarkation as practical.

He, or his second in command, gives the guests a full briefing, within security restrictions. It is devoted to such topics as the overall mission of the Navy and that of the naval forces in company, the specific mission and capabilities of the ship, and other pertinent subjects. Cost figures and factors bearing directly on costs are usually included. Guests are provided with escort officers to correlate the ship's interdepartment activities and guest schedules.

Guests are normally billeted in officers' quarters, integrated with the ship's officers to make them feel closely identified with the ship's company. They are encouraged to speak freely and associate with the crew, so that they may note the level of morale and spirit of the ship. They are expected to defray their own expenses in the wardroom for meals. Medical and dental care, of an emergency nature only, is provided when civilian care is not conveniently available. Through careful planning and scheduling the host ship insures that ample free time for relaxation and individual arrangements is available.

During the 3 to 5 days that guests are aboard ship they are given an intimate view of the operation of a ship at sea and the personnel who make the ship operate

as a battle combatant. Through scheduled tours and inspections they are allowed to observe every department and every space of interest from the galley to the dispensary, from the bridge to the engineering spaces. Weapon demonstrations, flight operations (if on a carrier), refueling at sea, routine and emergency drills, and training exercises give the guests a good orientation into a sailor's life. At the same time they have ample opportunity to talk with the crew and get to know the officers and men.

The cruise program provides, at small expense to the Navy, a chance to demonstrate to citizen representatives that the Navy is an efficient and effective fighting force whose men are dedicated to maintaining the seapower necessary to national security.

Other Civilian Orientation Programs

Joint Civilian Orientation Conference

Various elements of civilian orientation programs have proved so successful in each of the armed services that the Department of Defense sponsors a project to provide exposure of the joint defense program to selected citizens. The project is entitled the Joint Civilian Orientation Conference (JCOC) and is convened annually

by the Secretary of Defense for the purpose of promoting public understanding of the United States defense efforts. The conference usually consists of a 9 or 10 day field trip to key installations of the Army, Navy, Marine Corps, and Air Force. The conference concludes at Washington, D. C., with presentations by civilian and military heads of the Department of Defense and the individual services.

The Navy phase is held alternately in the Atlantic and Pacific fleet and includes an overnight cruise on an aircraft carrier. The Marine Corps phase is conducted with the Navy phase and held in the Camp Lejeune, N. C., or Camp Pendleton, Calif., areas.

Similar to the Navy's guest cruise program, this project requires that participants pay transportation expenses to and from Washington. Military aircraft are provided to transport conference members to the selected military commands where demonstrations are staged, dealing with weapons and tactics. Attendance at each conference is limited to about 70 persons who are selected proportionately by the services from a geographic cross section of representatives of business, finance, labor, religion, education, public information media, and the professions. The program has been in existence for seven years.

Naval Aviation Orientation

Some orientation programs are arranged for specific audiences. The Naval Air Training Command annually provides an orientation tour and cruise at Pensacola, Florida, home base of the Navy's aviation training command. This program is aimed at individuals and groups who can materially benefit the Navy in its never ending search for recruits, officer and enlisted, active and reserve. Its primary objectives are: to acquaint participants with the Navy in general and specifically with the aviation training command; to impress upon guests that the armed forces must be manned by informed, dedicated, and well-motivated people; to encourage guests to take an active interest in the educational standards of the Navy; to apprise guests of the need for a strong Naval Reserve; and to encourage employment of reservists.⁴

Guests are usually nominated by commanding officers of reserve units and reserve training commands throughout the United States. Reserve forces provide transport airlift through special training flights from several reserve bases to Pensacola.

The program annually involves about 100 guests

⁴Chief of Naval Air Training Directive 5723.1D, "Civilian Orientation Programs," October, 1965.

and is usually held on a weekend in the summer. The schedule includes the flight to and from Pensacola, a tour of the training units, air facilities, and aircraft overhaul and repair department, plus a one day trip on the assigned pilot training carrier where they can watch student and fleet aviators practice carrier landings. An occasional bonus is a chance to see the precision aerobatic team, Blue Angels, perform in a training session.

Participants are chosen on the basis of the following qualifications: key citizens in community affairs, especially from inland small cities or towns; educators from high schools, colleges, and universities; members of the press; clergymen; industrialists; employers of naval reservists; lawmakers; city or county officials; and law enforcement officers.

Other Cruises

Local one-day cruises are usually provided annually for dependents of shipboard crews. This gives all hands a chance to show wives and families what, where, and how the sailor does his job at sea. Such affairs aid considerably in explaining to dependents how important the individual serviceman is to the proper functioning

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of a Navy ship. Other local cruises are arranged periodically for students of the Naval War College, local Navy League members, and members of various youth, trade, scientific, and professional organizations.

The Navy has recognized that cruises can be a valuable public relations tool in gaining the civilian support necessary to provide for a strong, well-equipped Navy.

Commanders and Public Relations

It is axiomatic that the public relations officer have direct and immediate access to military commanders. Without this access and the wholehearted backing of the commander, a public relations program is doomed from the start. A military organization is little different from a business corporation in this regard. Unfortunately, both in the military and business, there are still instances in which management fails to understand the importance of a carefully planned and executed program for gaining public understanding. In such instances the public relations man finds himself relegated to a position that requires his action only when public opinion or public concern threatens the security of both company and management. The military commander has gradually come to realize that he "must develop a capacity for public re-

lations, in order to explain and relate his organization to other military organizations, to civilian leadership, and to the public."⁵

The guest program must depend upon the various commanders involved to insure that the program is effective in reaching its objectives and not merely given lip service. Command support is necessary in proper selection of qualified guests, in making ships, units, and facilities available without unnecessarily disrupting operational schedules, and in providing a cruise that will give guests a chance to look long and hard at the Navy, its men, and its operations. Withholding support from any aspect of the program can render it ineffective and in some cases may have an opposite, detrimental effect.

⁵Janowitz, 83.

CHAPTER III

GUEST SELECTION

Procedures

The continental United States is organized into 10 naval districts for administrative and operational control of shore-based activities. Table 1 shows the areas and states assigned to each district. It is from these districts that guests are nominated and assigned to scheduled cruises. Each of these districts is responsible for the overall public relations for the areas assigned. The guest cruise program is one of the ways in which the district attempts to involve citizens from inland areas in civilian orientation programs.

As part of the research for this analysis of the cruise program a questionnaire (Appendix A) was sent to each of the naval districts in an attempt to determine who selects, nominates, or recommends civilians for cruises, the criteria used in such selection, and an appraisal by the district public affairs officers of the effectiveness of this program in each district.

TABLE 1
AREAS OF RESPONSIBILITY ASSIGNED TO CON-
TINENTAL U. S. NAVAL DISTRICTS

District	States	Headquarters
1	Maine, Vermont, Rhode Island, Massachusetts, New Hampshire	Boston
3	New York, Connecticut, New Jersey	New York City
4	Delaware, Pennsylvania, Ohio	Philadelphia
5	Maryland, Virginia, Kentucky, Washington, D.C., W. Virginia	Norfolk
6	Tennessee, North Carolina, Georgia, Florida, Alabama, Mississippi, South Carolina	Charleston
8	New Mexico, Texas, Oklahoma, Arkansas, Louisiana	New Orleans
9	North Dakota, South Dakota, Nebraska, Kansas, Minnesota, Iowa, Missouri, Wisconsin, Illinois, Michigan	Great Lakes
11	Arizona, Southern California	San Diego
12	Nevada, Utah, Arizona, Northern California	San Francisco
13	Washington, Montana, Oregon, Idaho	Seattle

The survey revealed no discernible pattern or standard in how the guests are picked. Nominations are received from a variety of sources. Among the sources are the district commandant, headquarters staff members, district public affairs officer, subordinate commands, members of the Navy League, reserve units, recruiters, and others including retired officers, previous guests, and state and national legislators. An additional source is the Office of Information. Inasmuch as the office is located in Washington, D. C., the Chief of Information regularly receives nominations from a variety of sources which include the civilian heads of government and Navy departments, former secretaries of the Navy, Congressmen, government agency officials, retired senior officers, and senior officers in the Washington area.

According to the survey all nominations are screened by the district public affairs officer and then submitted to the commandant for final approval. Each district maintains a list or file of potential guests. Upon assignment of a guest quota the public affairs officer uses this list to extend telephone invitations prior to the commandant's official letter of invitation. This precludes an unnecessary amount of paperwork involved in arranging for substitutes when a guest is

unable to accept the invitation.

Guest nominations come from a variety of sources and individuals, each with his own idea of what kind of guest would benefit the Navy most. With such a varied group of nominators it becomes necessary to determine, if possible, what criteria or guidelines are used in the selection process.

Selection Criteria

The requirements outlined by the Office of Information indicate in a general way which citizens should be sought as potential guests. The Public Information Manual sets up these guidelines: (1) persons of wide acquaintance and high repute, (2) many diversified fields of endeavor, (3) from cities of less than 100,000 population, (4) representatives of mass communications, and (5) members of civic organizations and professional and trade associations.

In reply to the survey question "What criteria or requirements are set as guidelines by the district for guest selection?" three districts indicated they followed the "guidelines and criteria as set forth in the Public Information Manual." Other districts attempt to get "influential, vocal citizens, with particular emphasis upon those from landlocked geographic areas

wherein the Navy has little contact with the community," or "company presidents, vice-presidents, leading businessmen, a minimum of Navy League members, businessmen who have had prior military (not Navy) service, and educators, although this is strictly a summer program." In one district a civilian public affairs officer "handles the program from start to finish. I get my names from my own knowledge of prominent civilians, recommendations of commanding officers of reserve training centers, various department heads, and former cruisers. I like people who have some sphere of influence--businessmen, large or small, educators, and people active in civic affairs." The public affairs officer of one northeastern district replied that the "key guideline used by this district is whether or not the individual is an opinion leader. It necessarily follows that to be an opinion leader the individual is a leader in his respective area." The criteria used in one district requires that the "individual be in good health and influential in his community." "Civilians of high standing in community--Navy League members, etc.," is the guideline for selection in one district.¹

¹Survey of Public Affairs Officers of 10 continental U. S. Naval Districts, June, 1966.

The variety of the replies indicates that the public affairs officers of the various districts have no clear cut idea of who wields influence in the respective areas nor how to identify these opinion leaders and decision makers.

Considerable research by social scientists has revealed some of the characteristics of community leaders and the techniques involved in identifying them. These studies have shown that the efforts of voluntary organizations, printed matter, and even radio and television programs presenting serious treatments of community and national affairs do not reach more than a limited minority of adult Americans. Beyond this small, attentive public, the evidence indicates that relatively effective communication about world problems may take place through face-to-face discussion by local, informal opinion leaders.

One conclusion of research on various types of communities is that a concentric, stratified system of local policy-making develops and attains relative stability over a number of years. Depending on the size and complexity of the community, the smallest but most influential circle has been found to contain between three and twenty-five members while the second circle comprises roughly ten to sixty. The senior

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decision-making group make the more important decisions, control the local communications apparatus, and dominate the more costly civic projects. A project which they support will probably succeed, whereas a major project requiring substantial backing will probably fail without their tacit or explicit assent. Some members of this central circle will also exert regional or even national influence.²

Included in the secondary level is a group of individuals whose influence is somewhat less and whose interests and abilities are usually more specialized; members of this level may be counted upon to present to the general public the decisions which have been made by the primary group, advise the top level, implement their decisions, and coordinate the efforts of lower levels of influence.

The first level decision-makers are those with senior roles in business, financial, or industrial life. The majority of the members are those who control the means of production and distribution of the community, employ many of its inhabitants, and have access to the large funds necessary for civic, charitable, and educational

²Alfred O. Hero, Opinion Leaders in American Communities, (Boston: World Peace Foundation, 1959), p. 3.

activities. Senior bankers are sometimes within this top group, serve on interlocking corporate boards and related organizations, and know one another intimately.³

Senior lawyers of highly regarded firms, rural lawyers holding political office, proprietors of large farms, ranches, or rural factories, sometimes owners of important newspapers, and infrequently a civic or professional leader--these are generally found in the top echelon. Most were born in the community or have lived there for over a generation and most are over 45 years of age. Many have inherited wealth and live on incomes well beyond what they earn from their daily work. Women are not usually found in the top circle. Others almost never found in the top decision-influencing circle: (1) clergymen, civic leaders and "do gooders" generally; (2) editors of newspapers, managers of radio and television stations, and other top hired men in mass media; (3) presidents and faculty members of institutions of higher learning, intellectuals generally; (4) people less than 35 years old; (5) specialists in most fields other than law, business, and industry; (6) retired public servants who made a reputation

³Floyd Hunter, Community Power Structure: A Study of Decision Makers, (Chapel Hill: University of North Carolina Press, 1953), pp. 75-82.

elsewhere, such as generals, admirals, and diplomats; (7) labor leaders; (8) local professional politicians; (9) leaders in professional and service organizations. Some individuals in these categories are found as members of the second level.⁴

Members of the second level of influence are leaders in the various professions, almost all went to college, at least 30 years old and most are 40 or more. They include prominent physicians, chiefs of public health, directors of large hospitals, an occasional clergyman from a leading church, public relations men, senior bankers, a few top civic leaders, presidents of relatively distinguished colleges and universities, sometimes the superintendent of schools, proprietors of large department stores, owners of smaller industries and top level executive personnel of larger ones, and chairmen and other influential board members of newer and otherwise less powerful corporations. The income is generally less than that of the first-level group, they have weaker ties to the community, and many rent their homes.

There is no simple method of determining which members of a community exert major influence on im-

⁴Hero, 80-89.



portant decisions. The exercise of this type of influence is subtle, complex, and of infinite variety and subtlety. One cannot merely go to an individual who is supposed to exercise major influence and ask him what influence he has, in what spheres, and on whom. Most individuals tend to overestimate their own effects and underestimate that of others. However, the design of the voting study, The People's Choice, used precisely this technique in its preliminary inquiry from which came the suggestion of the "two-step flow of communication."⁵ Nor can one take a random sample and ask who among them have the most influence for many tend to name people who have appeared in mass media or who occupy formal public office. The most valid evaluations are made by those in intimate contact with the people being evaluated, and who are themselves either on the same level of influence or on the level immediately above or immediately below.⁶

The most valid technique employed thus far by social scientists entails asking individuals active

⁵Elihu Katz, "The Two-Step Flow of Communication," Mass Communication, ed. Wilbur Schramm, (Urbana: University of Illinois Press, 1960), pp. 348-349.

⁶James E. White, "Theory and Method for Research in Community Leadership," American Sociological Review, XV (February, 1950), 50-60.

and informed in community affairs to identify those who affect decisions in fields of concern to the investigation. If these people do not lead to the first and second levels of influence, they can normally identify individuals closer to those levels than they themselves are. By combining these names and gathering a panel of those with the greatest number of mentions, it is possible to rather accurately determine forty or sixty major community leaders. By interviewing and ranking this group it is possible to identify the top three to twenty-five leaders and trace the network of influence among these leaders.⁷

Inasmuch as there is considerable information and research data available on who community leaders are and how to identify them, it is worthwhile to study randomly selected guests in an effort to determine where they came from, some of their characteristics, age, education, and group affiliation, in order to evaluate the method of selecting opinion leaders to participate in the cruise program.

Some Characteristics of Navy Guests

Records at the Office of Information include a master file of the 529 guests who participated in the

⁷Hero, 7.

cruise program during 1965. Using a table of 105,000 random digits prepared by the Bureau of Transport Economics and Statistics of the Interstate Commerce Commission, a sample of 90 guests was selected and mailed the questionnaire in Appendix A. A total of 63 replies were received giving a sample of 11.7 percent. While the size of the sample is relatively small, it is yet large enough to determine some of the more general characteristics of the guests sampled and allow projections about the population.

From the survey of naval districts, guests, and the records of the Office of Information statistical tables about guests were prepared. Table 2 shows the breakdown of guests by nominating source. The largest group (138, 26.1 percent) was nominated by members of the Navy League. Using the Navy League as a source for guest nominations is an accepted procedure; however, in many instances the persons nominated were also members of the Navy League. This tends to defeat the purpose of orientation of civilians not familiar with the Navy. The next largest group (103, 19.5 percent) comes from subordinate commands, units that are usually varied in mission and considerably removed in distance from the district headquarters. The public affairs officer was

TABLE 2
GUESTS BY NOMINATING SOURCE

Source of Nomination	Number of Guests	Percent
Commandant	61	11.3
District Staff	27	5.1
District PAO	87	16.6
Subordinate Commands	103	19.5
Navy League Members	138	26.1
Reserve Units	27	5.1
Recruiters	32	6.0
Others*	54	10.3
Totals	529	100.0

*Senior officers, government officials, retired officers, legislators, etc.

the source for 87 (16.6 percent) guests. It behooves this officer to know his community and the areas for which he has public relations responsibility. In one district practically all guests are chosen by the public affairs officer.

Table 3 shows the number of guests selected by each district. It is interesting to note that two districts, eighth and ninth, provide 48.1 percent of the guests in the entire program. The questionnaire survey replies from these two districts also indicate that the public affairs officers consider the guest cruise program "to be among the most valuable public affairs tools available to this relatively land-locked naval district. No other program affords a comparable opportunity for the public--even a small representation of the public--to see the Navy in action" and "is considered a valuable adjunct of the overall public relations program, an effective tool to enable influential citizens to learn about us, and hopefully, to like us." The following states were not represented by guests in 1965: Montana, North Dakota, Wyoming, South Dakota, Nebraska, Kentucky, Utah, Mississippi, and Alabama.

Table 4 gives the profession, business, or

TABLE 3

BREAKDOWN OF GUESTS BY NAVAL DISTRICTS

Naval District	Number of Guests	Percent
1	26	4.9
3	11	2.1
4	21	4.0
5	37	6.9
6	63	11.9
8	117	22.1
9	137	26.0
11	45	8.5
12	10	1.9
13	50	9.4
Other*	12	2.3
Totals	529	100.0

*Includes billets added for nominations from the Office of Information.

TABLE 4

BREAKDOWN OF GUEST SAMPLE
PROFESSION/BUSINESS

Profession/Business	Number	Percent
Mass Communications (Newspapers, magazines, Radio, TV)	9	14.2
Government (City, County, State, Federal)	9	14.2
Financial (Real Estate, Banking, Insurance)	8	13.0
Business (Services, Sales, Retail, Wholesale)	20	31.7
Medical-Legal-Religion	7	11.1
Education	7	11.1
Other (Engineering, Construction, etc.)	3	4.7
Totals	63	100.0

occupation of the guest sample. With the exception of the business area, the sample is almost evenly divided among representatives of mass communications, government, financial, medical-legal-religion, and education fields.

Sample survey results revealed the following additional information:

Sixty-five percent come from cities with a population of less than 100,000.

The median age of guests in the sample was 49.5 years, the youngest 32, and the oldest 67.

Eighty percent had attended college or had a college degree (college 35 percent, degree 45 percent), 13 percent had attended high school, and 7 percent had only a grammar school education.

The median length of residence in the community was 16.1 years.

All belong to one or more civic, social, or professional groups or organizations and 59 percent held office in such groups.

The question "Why do you think you were chosen to go on a cruise?" brought many different answers. The majority accurately suggested it was because of their influence, because they were leaders in their particular fields, or because of their civic positions. Several

thought it was because they were friends of the Navy or were strong supporters of the armed forces. A few indicated it was because they were recommended by a senior naval officer, commanding officer, or legislator.

CHAPTER IV

PROGRAM EFFECTIVENESS

Measuring Effectiveness

Public relations problem solving usually involves four basic steps: (1) determine the problem, (2) plan the action, (3) act on the plan, and (4) evaluate the results and effectiveness of the plan. Each step is as important as the others and each is vital to an effective program. The steps can be thought of as a circle, a continuous, spiraling, and overlapping process.

Measuring the effectiveness of a public relations program is perhaps the most difficult step. For one reason or another many public relations practitioners feel that accomplishing steps 1 through 3 leads to full solution of the problem. Surveys of public relations professionals reveal that "few of them had developed any effective methods for evaluating their public relations programs," that only a few had made a serious effort to gauge the impact of the expenditure of thousands of dollars, and that

comparatively few had the vaguest notion of the impact or effectiveness of their programs. Others indicated that modern research and evaluation techniques were used to judge the overall effectiveness, but the results many times were not used to strengthen weaknesses in the programs.¹

There are many areas or aspects of any public relations program that should be evaluated. These include audience coverage, audience response, communications impact, and the influence process. The tools of evaluation include reader-interest studies, readability tests, media research, program analysis, interviews, and experimental studies. Other methods are perhaps more informal, but help to reveal deficiencies or problem areas that need strengthening or reworking.

In this study of the cruise program two techniques have been used. The first was a questionnaire survey of the naval district public affairs officers aimed at obtaining personal evaluations of the program and observations on any particular problems encountered in administering the program. The second was a compilation and analysis of guest correspondence, personal

¹A. Westley Rowland, "Do We Know How Well We're Doing?" Public Relations, I, April, 1956, 24-28.

Interviews with guests and other evidence of guest activity as a result of a cruise.

District Evaluations

Personal comments and replies from the district survey revealed a variety of opinions on the effectiveness of the program in each individual district. Perhaps the most observant reply was the one which pointed out the difficulty in measuring the effectiveness:

We think the program accomplishes something good for the district and the Navy. It allows people to see the Navy operate in its own peculiar environment--the ocean. Like many such programs, however, it does not lend itself to any form of empirical measurement with regard to its effectiveness. We do not try to balance last year's number of cruise guests with this year's appropriation.

Or stated another way:

Just HOW effective is difficult to say. HOW pregnant is a woman in her fifth month?

Program effectiveness might be related to the number of guests:

It is a shame that the program couldn't be extended. The more people we cruise the wider the dissemination of the Navy story.

Guest letters are not considered valid indicators of the success of the program by some districts:

The guests' impressions are always excellent. Some write--most don't. I have had no experience where a guest has written to a Congressman or received newspaper publicity on the cruise. I don't find any letters in our files which are worthy of note.

'Thank you' letters are practically always addressed to the commandant, and usually refer to the commanding officer of the ship, with complimentary remarks about attentiveness and proficiency. They are pretty standard.

Although results of the questionnaire revealed no particular yardstick or guideline for evaluation of the program, each district does rely heavily upon guest correspondence as evidenced by the number of guest letters returned with the questionnaire. Another interesting fact revealed was that the districts which were enthusiastic about guest cruises and filled the most guest quotas also rated the program highest in effectiveness.

Recommendations for improving the program include increasing the number of guests and decreasing the length of the cruises:

The only way the program as it now stands can be improved is to expand it. The entire operation from nomination to the actual cruise is a tremendous time consumer for the PAO and if there were some way of streamlining the system it would be a lot easier on the office.

Rather than break up each guest cruise to 2 or 3 from each district, suggest the district take 10 to 15 at a time. Also schedule an aircraft from district to ship and back.

Long cruises are very difficult to fill, as important busy people cannot stay away long. Three to five days is good. Cruises embarking or debarking far from individual's home are hard to fill. Carriers are most popular.

More billets, more 'exotic' cruises, (i.e., from U. S. to foreign ports).

One recommendation especially noteworthy was a suggestion that a follow-up program be instituted to keep guests informed about the Navy:

There should be some sort of guest 'follow-up.' Initial exposure is great but the guests should be kept up to date on the current status of the Navy. This might be done with periodic mailings, briefings, etc.

Guest transportation expenses can be a big problem also:

Though not covered in our answers, I might add that one of the biggest difficulties we have is finding guests who would like to go to sea, but can't afford the plane fare to and from the port of embarkation. This we consider to be a defect in our 'guest criteria' guidance to district activities. Perhaps if the man can't afford plane fare, he is not the man we were looking for in the first place. I don't like it, but that's the way it is.

The district survey pinpointed some of the problems encountered in the cruise program. Some problems such as schedule changes and cruise cancellations are practically insoluble. Other recommendations can be implemented administratively (increased number of guests, shorter cruises, cruises to foreign ports). Problems of travel expenses and follow-up programs can be solved only by responsible officials with decision-making authority. Such decisions must weigh both the expense and effort

against the anticipated results.

What the districts consider as the major benefits of the cruise program is shown in these answers:

The major benefit is plain and simple--that is the Navy is seen in the flesh, people see the job that it is doing, people come in direct contact with our Navy personnel, and realize what the organization does. Anyone cannot help but be impressed, anyone who has gone on a cruise, and anyone who has come in contact in this manner with our Navy men, is the finest spreader of the word that the Navy can have. The desirability of having opinion leaders of a community is obvious.

A feeling of identification with the working, seagoing Navy. A pride in being an American. A first-hand view of the technological advances in today's Navy.

Without the program, not even the smallest percentage of tax paying civilians could acquire the first notion as to what the Navy is all about.

Guest Feedback

A more meaningful indicator of effectiveness is the effect that the cruise has on individual guests. In the evaluation process extensive feedback is essential to an effective communications program.² Guest feedback was obtained by questionnaire to a random sample of guests in the form of an open-ended question of "What

²Cutlip and Center, 169.

was your impression of the Navy cruise you went on last year?" Many guests (42) answered by sending copies of letters they had sent to commanding officers, district commandants, and the Secretary of the Navy giving their impressions of the cruise. An analysis of these letters, interviews with guests, and personal observations during previous shipboard tours revealed that guests did consider the cruises impressive and provided an insight into what impressed the guests most.

The one item most commented upon had to do with the human side of the cruise. Guests reacted enthusiastically to the men, their training, and the efficient manner in which they did their jobs:

I came away with a high degree of respect for the job that is being done by the officers and crew of the USS _____ and the vital role they are playing in the nation's defense.

I am certainly impressed with the efficiency and dedication of the men and wish to commend highly the officers and men to you.

It was also noteworthy and most impressive to be able to observe the high degree of training, attention to duty and patriotic spirit demonstrated to us by the officers and crew of this fine ship.

It was gratifying to see the military and business-like manner in which the men and officers performed their various tasks and duties while on the cruise.

Another area frequently mentioned in the letters had to do with some of the problems of the Navy. Many

of these problems were obvious to the guests, others were mentioned by commanding officers during guest briefings, and still others came from conversations between guests and crewmembers:

I was amazed at the apparent deteriorated condition between decks and also was amazed to find the lack in the number of personnel on a flagship.

I have seen the problems that confront the officers and men in keeping highly technical electronic equipment in operation. I am convinced that much progress could be made in adapting current technology toward the ready replacement of whole sections of complicated electronic gear, so that less skilled technicians could keep such equipment in operation. It would appear that cost savings could result from a re-evaluation of service pay so that necessary technical people could be induced into staying with the Navy for longer periods.

Two things concerned me . . . highly trained men who are so competent are dropping out of the Navy quite rapidly . . . and too many of the recent additions to the fleet are being built with conventional power rather than nuclear.

I have attempted to formulate my thinking in this area into three basic subjects: (1) the taxpayer is getting good value for his tax dollars, (2) all citizens should be prepared to eliminate the 'butter' in the Administration's 'guns and butter' program, and (3) we, as U. S. citizens, must have a national purpose.

Three suggestions I have in mind . . . I think Navy pay scales are too low . . . I think living conditions are inadequate . . . I was not prepared for the restricted recreational areas.

The guests not only were cognizant of many of

the Navy problems--many were also willing to try to do something about it. One guest, a research specialist in a missile company, felt so strongly about the cruise that he wrote a readable and highly articulate article for publication in a leading non-technical journal. Another article by a California judge was written "to enable at least a few people to know what a fine job is being done by their Navy."

One guest, however, was more concerned with the problem of finding his way around on a Navy ship. "Is it possible," he asked in a postscript, "to legibly mark the various spaces of your ships in such a manner that not only visitors but also your men might save time and readily find their way?" In reply, the director of the Civil Relations Branch explained that although the system may baffle guests, the numbering system provides the most rapid means of finding and identifying spaces in the event of fire, accident, or battle damage.

Many guests indicated they would take it upon themselves to help spread the word about the Navy, help the Navy in solving its problems, and offered their influence in personal pro-Navy crusades:

This tour has increased my appreciation of the Navy and I will sell your program to all I come in contact with. (District manager, gas company).

To reciprocate for your generosity, it seems to me that our job in civilian life is to see that you are adequately supplied with the type of young man that can qualify or actively support our naval operations. (Regional director, life insurance company.)

You may count upon my unqualified support of the Navy's program and be assured that I will consider it an honor and privilege to spread the word concerning the activities of the Navy at every opportunity. (California superior court judge.)

In addition to being an officer of K_____ D_____, I also publish a weekly newspaper in T_____, New Jersey. I had the honor of having many of the officers and men pose for photos which I intend to use in future publications in the H_____ L_____. (Building contractor and owner publishing company.)

In further appreciation of my observations, I have prepared some 40 colored slides from start to finish of the trip. Being resold on the Navy, I am preparing a talk with the slides to create renewed interest in the Navy, and I have been asked to give it at several service clubs. This I will do. (President, chamber of commerce.)

From time to time, I would appreciate it if you would let me know if there is any area in which I might possibly be helpful either in a personal capacity or by discussing the matter with Senators M_____ and F_____ and Judge T_____, representative from my home district. (Owner, realty agency.)

I have over 100 color slides that I have shown to various groups and feel that I will be called on many times to tell about my cruise experience and I can assure that I will say, 'please vote for anything that the Navy asks for.' (Owner, auto agency.)

In summary, guest correspondence reveals that guests are impressed with the men and the way they carry out their duties, they recognize many of the

problems of the Navy, and they consider themselves influential in their own spheres and willing to use this influence in helping the Navy.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

As a result of research, study, and analysis of the cruise program several general conclusions have been reached:

(1) Civilian orientation through the guest cruises has proved successful in varying degree.

(2) The program can be time consuming for individual public affairs officers and the results, though assumed by the majority to be effective, are difficult to evaluate in the absence of realistic measurement.

(3) Problem areas are evident in the program, and more important, continual research is needed to discover new approaches and ideas that will make the program more effective.

Included in this final chapter is the author's attempt to isolate and discuss some problem areas and recommend courses of action to solve these problems. Some of the recommendations can be instituted at the naval district level while others require consideration

by the Chief of Information. The recommendations are sub-divided into four general areas:

Administrative Procedures

Guest Selection

Continuing Action

Additional Research

Administrative Procedures

Comment

Time-consuming administrative efforts in selection of guests, invitations, scheduling of cruises, and cruise cancellations add built-in difficulties to the program.

Discussion

An average of 100 to 125 guest cruises are scheduled each year by the Office of Information. Each cruise has 3 to 5 guests and lasts for 3 to 5 days. District personnel thus are continually involved in the program, sometimes to the detriment of other public relations projects.

Recommendation

Halving the number of cruises and doubling the number of guests per cruise would allow more flexibility in ship scheduling and result in fewer

cancellations by having alternate ships available.

Comment

The majority of shipboard crews, including the officers, are not acquainted with the cruise program and its objectives.

Discussion

During four years of shipboard duty the author has participated in many guest cruises. At no time was any effort made to inform the officers and men of the reasons why civilian guests were coming aboard. In fact morale suffered generally because of directives to maintain a "spit and polish" atmosphere at times when the crew was spending 12 to 14 hours per day just running the ship.

Recommendation

Commanding officers of ships involved in guest cruises must make concerted efforts to insure that crew members understand who the guests are, why they are making the cruise, and the benefits of the cruise to the Navy.

Guest Selection

Comment

Because of the difficulties encountered in nominating and selecting guests, many districts fill

guest quotas by inviting members of the local Navy League.

Discussion

One of the major problems in the program is locating guests who are able and willing to leave their jobs for the cruise. To circumvent this problem some districts simply contact members of the Navy League and offer them the cruises. A tabulation of the guests who went on cruises last year shows that about 20 percent were members of the Navy League. Although there are no specific regulations against such a procedure, it defeats the purpose of the program since the average Navy Leaguer is already committed to a pro-Navy organization.

Recommendation

Naval districts should use the Navy League as a source for guest nomination; however, non-League members should rate first priority. Other nominating sources such as recruiters should be used more.

Comment

Guest selection criteria and guidelines are so varied that few nominators really know what type of guest is desired in the program.

Discussion

Only two districts have promulgated specific

guidelines to nominating commands. An interview with one public affairs officer revealed that in the past his superior nominated several guests because they could help him find a job upon retirement. The problem of locating and identifying opinion leaders in the community is difficult, but not impossible.

Recommendation

Each district should establish more specific guidelines for guest nomination and selection. (The recommended reading list in Appendix B gives some of the major research in the area of opinion leaders.)

Continuing Action

Comment

Support of the guest program by the various commands involved directly affects the effectiveness of the cruises.

Discussion

Unless the program is vigorously supported by making ships available, selecting proper guests, and providing a well-rounded shipboard indoctrination the impact will be lessened. It took over two years to get permission to use carrier-on-board delivery aircraft in transporting guests to and from ships at sea and only recently have Polaris submarines been made

available for cruises. Cruise cancellations, failure to meet guests and provide local transportation, providing uninformed or non-motivated guides--all combine to render the cruises ineffective.

Recommendation

All commands should be reminded frequently of how important the program is to the Navy and continuing efforts be made to maintain its effectiveness. (A proposed pamphlet for use in guest invitations is included in Appendix C.)

Comment

The program would be enhanced by making its objectives more specific and changing them as new problems arise.

Discussion

The so-called "rifle technique" can be more effective than the "shotgun approach." Rather than attempt to cover all the problem areas during the briefings and indoctrination on a cruise, a more effective manner might be to concentrate on one or two pertinent areas. For example, rather than demonstrate what a ship can do, perhaps it would be more emphatic to stress what a ship can't do because of lack of personnel, equipment, or nuclear propulsion systems.

Recommendation

The Office of Information should outline specific problem areas to be covered in detail by the cruise program.

Comment

Guest travel expenses can sometimes be the determining factor in whether a guest can make a cruise or not.

Discussion

It is not possible to provide personal air transportation to each Navy guest; however, it may be practical to provide military airlift from several centrally located military air bases in various districts so that guest expenses can be cut considerably. Such flights could be included in the guest orientation as part of the cruise.

Recommendation

The feasibility of providing military airlift for guests should be investigated by the Office of Information.

Comment

Expansion of the program to include follow-up efforts to keep guests current on Navy problems would add to the effectiveness of the cruises.

Discussion

Over the years the cruise program has provided several thousand guests with a brief view of the Navy and how it operates--and there it has stopped. Some sort of continuing action is needed to maintain contact with these guests--a free subscription to the Navy League magazine NAVY, news clippings, and copies of speeches about the Navy sent to these guests could keep them interested in the Navy. Such a program could be done at little expense and result in closer liaison with guests who can aid the Navy materially in many ways.

Recommendation

A follow-up program of newsletters to guests should be inaugurated either by the Office of Information or the naval districts.

Additional Research

Comment

Similar to other public relations activities of the Navy, the cruise program requires evaluation and re-appraisal on a continuing basis so that problem areas can be readily discovered and changes made.

Discussion

The weakest link in the program seems to be

in the area of evaluation. Additional investigation should be made into the following aspects:

Should the program be aimed at more specific audiences? It might well prove advantageous to provide special cruises for groups of educators, media representatives, or lawyers rather than group them together for a cruise.

Are the guests really doing something concrete for the Navy? Some evidence of guest activity has been uncovered in this study but further research may reveal some ways in which guests can be induced to become more vocal on behalf of the Navy.

Should outside public relations counsel be engaged to evaluate the cruise program? The cost of such an evaluation might well be worthwhile in terms of increased effectiveness.

Recommendation

The cruise program should be subject to additional and continuing research and changes made as necessary.

The guest program has proved itself to be a successful public relations technique--its continued success can be assured through careful research and evaluation. Abraham Lincoln summed it up when he wrote:

If we could first know where we are and whither we are tending, we could better judge what to do and how to do it.

APPENDIX A

From: LCDR Claude E. Mounce

To: Commandant

Naval District

Subj: SecNav Guest Cruise Program; request for information

Encl: (1) Program Questionnaire

1. I am presently enrolled in the Navy's postgraduate program at Boston University and commencing research for a master's thesis on the Secretary of the Navy guest cruise program. In order to do this study I need to know how the program operates in each district, how guests are selected, etc. Filling out enclosure (1) will facilitate gathering this information.

2. Due to academic requirements it would be appreciated if the requested information is sent within three weeks of receipt of this letter.

Claude E. Mounce

Copy to:
CHINFO
CO, Harvard NROTC

Program Questionnaire

1. a. Who recommends guests for the program in your district?

Commandant _____ Staff Members _____ District PAO _____
 Subordinate Commands _____ Navy League Members _____
 Reserve Units _____ Recruiters _____ Other (who) _____

b. Who actually nominates guests after recommendation?
 Who makes the final decision?

2. What criteria or requirements are set up as guidelines by the district for guest selection?

3. What information do you try to obtain about a guest and how do you get this information?

4. How many guests from your district went on a cruise during calendar 1965? _____ Do you have a list of potential guests? _____ If so, how many? _____.

5. How valuable do you consider this project relative to your own district public relations program?

6. Describe the procedure used to invite a guest for a cruise.

7. How effective is this program in your district?

8. In what ways do you think the program could be improved?

9. What do you consider the major benefit of the cruise program, if any?

Mr. _____

Dear Mr. _____,

I am a graduate student at Boston University and doing research for a thesis concerning community leaders. The aim of this research is to determine the origin and development of community leaders.

Will you take 10 minutes to fill out and return the enclosed questionnaire?

Thank you for your consideration.

Respectfully,

Claude E. Mounce

P. S. Please do not sign your name. It is the pattern of leadership which is being studied, not individual histories.

Community Leader Survey

1. Age _____ Place of Birth _____
2. Education (circle one) Grade School, High School, College
3. College degree (if any) _____
4. How long have you lived in this community? _____
5. What is your occupation or profession? _____
6. How long have you been in this field?
7. Please fill in the organizations with which you are associated.

Civic (Chamber of Commerce, Rotary, Political, etc.)

	Attend	Committee	
<u>Name of Organization</u>	<u>Regularly</u>	<u>Member</u>	<u>Officer</u>

Social (Golf Club, Hobby Groups, Sports Groups, etc.)

	Attend	Committee	
<u>Name of Organization</u>	<u>Regularly</u>	<u>Member</u>	<u>Officer</u>

Professional (Trade Associations, Labor Union, etc.)

	Attend	Committee	
<u>Name of Organization</u>	<u>Regularly</u>	<u>Member</u>	<u>Officer</u>

8. What was your impression of the Navy cruise you went on last year?

9. Why do you think you were chosen to go on the cruise?

APPENDIX B

Recommended Reading List

These books and articles are recommended reading for the District Public Affairs Officers specifically because they touch on the problems of locating and identifying opinion leaders. The results of this research should help in setting up guest selection criteria and indoctrinating those in the district who nominate guests for the cruise program.

Belknap, George and Smuckler, Ralph. "Political Power Relations in a Mid-West City." Public Opinion Quarterly, 20, 1956, 73-81.

A study of the top community leadership in a Michigan city of 50,000 inhabitants.

Hero, Alfred O. Opinion Leaders in American Communities. Boston: World Peace Foundation, 1959.

An investigation of the ways in which powerful local community leaders can influence the general public attitude, how it is possible to identify such leaders, and the kinds of people who are likely to be found in the top level and secondary circles of influence.

Hunter, Floyd. Community Power Structure: A Study of Decision Makers. Chapel Hill: University of North Carolina Press, 1953.

Results of an investigation of the inter-relationships among and the policy-making influence of the top forty leaders in Atlanta, Georgia.

Hunter, Floyd, Schaffer, Ruth C. and Sheps, Cecil G. Community Organization: Action and Inaction. Chapel Hill: University of North Carolina Press, 1956.

A study isolating the top ten and the next thirty decision-makers in Salem, Mass., and investigating their behavior with respect to a community project in public health.

Lazarsfeld, Paul F., Berelson, Bernard, and Gaudet, Hazel. The People's Choice. New York: Columbia University Press, 1944.

A study of voter decision-making and group action resulting in the hypothesis of the "two-step flow of communication."

Pellegrin, Roland J., and Coates, Charles H. "Absentee-owned Corporations and Community Power Structure." American Journal of Sociology, 61, 1956, 413-419..

An analysis of the role of senior executives of absentee-owned industry in community decision making in an anonymous southern city of more than 200,000 population.

APPENDIX C

Proposed Guest Booklet



Be Our Guest!

HELLO

It is indeed a pleasure for me, as Commandant of this Naval District, to extend to you this invitation to cruise with your Navy. These cruises are a part of the Navy's public information program, instituted under the direction of the Secretary of the Navy, to permit representative citizens throughout the United States to gather first-hand knowledge of our Navy's role in our national defense program.

This little pamphlet is designed to help make your stay enjoyable aboard ship and answer some of the personal questions which may arise prior to your departure.

Rear Admiral, U. S. Navy
Commandant, _____ Naval District

CLOTHING

Daytime dress aboard ship can be casual. Slacks and sport shirts are normally worn during warm weather cruises, sport jackets and other casual clothes during the rest of the year. In the evening, a wind-breaker will generally be comfortable. I recommend that you bring



sunglasses, and some sort of sports cap. You will not be required to bring any formal dress; however, at the evening meal you will be requested to wear coat and tie. A summer suit is appropriate in the summer months, a business suit the remainder of the year, unless the cruise takes place in tropical waters. Foul weather clothing will be issued if necessary.

LAUNDRY FACILITIES



Most combatant ships, particularly those of the larger class--carriers, cruisers, and so forth--generally have adequate laundry facilities aboard and will be able to handle a reasonable additional amount of laundry. However, many of the cruises of this type in which you are participating are of a

period shorter than the normal laundry cycle. If extensive one-day services are requested, they will overburden the small facilities, and may have to be denied. Plan to keep laundry requirements at a minimum while on board. Drip-dry wear is very practical and a good item to have along. Dry cleaning is almost non-existent except at shore stations.

· TRANSPORTATION

· As the Department of the Navy has no authority to use its funds to pay any of the personal expenses of a Navy guest, transportation from your home to the port of embarkation and transportation from the port of debarkation back to your hometown cannot be provided.



· Local limousine service, however, can be arranged from your point of arrival in the port area to your ship, either by contacting the ship direct or the local Naval establishment. Other expenses, which, I might add, are minor, are discussed in the following pages of this pamphlet.

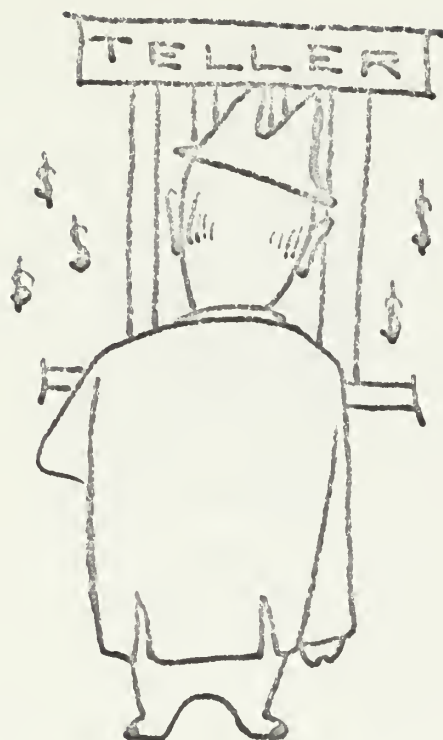
BERTHING ACCOMODATIONS

The night prior to sailing, you may, if you desire, or unless otherwise directed in your orders, report to and berth aboard your ship. If you prefer to stay at a Bachelor

Officers' Quarters in the immediate vicinity of your port of embarkation, it will be necessary for you to contact the BOQ in order that reservations can be made for your in advance.

The majority of BOQ rooms are single accomodations; however, aboard ship you may be requested to share a stateroom with one of the ship's officers or another Navy guest.





EXPENSES

It's not going to cost much, but it isn't free either. As you know, the Navy guest cruise program is based on a "no cost to the government" concept. You will be expected to pay for meals aboard ship and meals taken in the officers' mess. These rarely amount to more than \$1.50 per day. Aboard a shore station there is a nominal linen charge for overnight guests, in addition to meal costs. Cigarettes, toilet articles and necessary items you might need during the cruise will be available at the ship's store.



CAMERAS

You will no doubt want to bring a camera to snap the events on your cruise and show those back home what they missed. It is advisable that you bring ample film and supplies with you. After you sail it's too late to learn that you cannot purchase the size or type of film you need on board. Photo departments in carriers are busy around the clock and it will be appreciated by your commanding officer and the photo officer if your photo problems or requests are not added to their already heavy schedule.

RELIGIOUS SERVICES

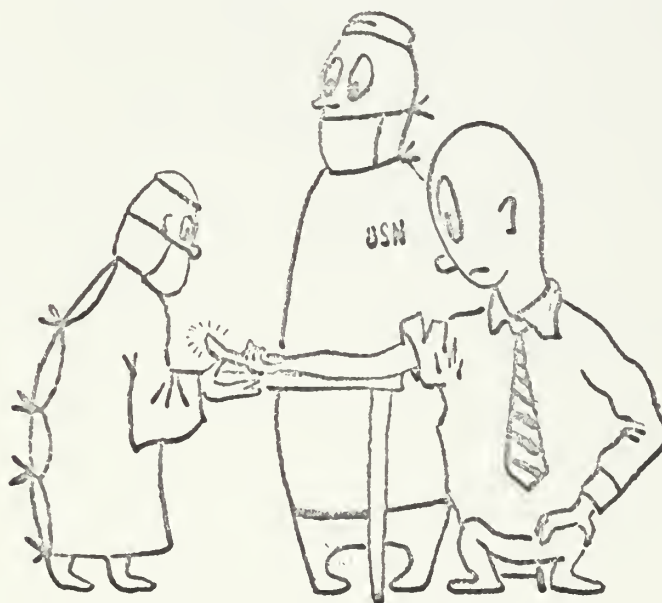


All major Navy ships have at least one Navy Chaplain aboard. Others, when in company with the big boys, often arrange to have the Chaplain high-lined over for a Sunday service.

Most shore stations have chapels and chaplains from the Catholic, Protestant and Jewish faiths.

MEDICAL AND DENTAL CARE

Any necessary treatment, medical or dental, of an emergency nature will be taken care of aboard your ship, or at shore stations where civilian care is not conveniently available. I do want to remind you that naval vessels and aircraft, by their very nature, present certain hazards not normally encountered on shore, so it is best to be alert and exercise a high degree of care for your own safety. I hope that your cruise is not marred by even the slightest accident.



TELEPHONE

Should you find it necessary to cancel this cruise at the last minute, please contact the District Public Affairs Office at _____ Code _____ telephone _____; or if there are any other questions not answered in this booklet or your letter of invitation, do not hesitate to call this number, or your local Naval establishment.

YOU'RE TAGGED

It will help considerably to wear the enclosed small name tag if you are requested to meet an escort from your ship in a public meeting place such as a hotel lobby. Attached to the last page of this pamphlet are two baggage tags for your convenience.

SMOOTH SAILING !

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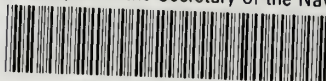
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